

## Message Text

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ACTION EUR-10

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-03 INR-10 L-02

NSAE-00 NSC-07 PA-01 RSC-01 PRS-01 SP-02 SS-14

USIA-04 NIC-01 ACDA-10 IO-03 SAJ-01 SCA-01 SCS-01

PPT-01 SY-02 OPR-01 DRC-01 /078 W

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R 071748Z OCT 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC 5509

INFO AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

USMISSION BERLIN

USMISSION NATO BRUSSELS

C O N F I D E N T I A L SECTION 01 OF 02 BONN 15834

E.O. 11652: GDS

TAGS: PGOV, PFOR, GE, WB, EB, US, UK, FR

SUBJ: TRAVEL POLICY IN GDR

REF: BERLIN 1662

BERLIN 1612

1. SUMMARY: FOLLOWING IS AN OUTLINE OF THE POSITION WHICH THE EMBASSY PLANS TO TAKE IN UPCOMING TRIPARTITE CONSULTATIONS WITH UK AND FRENCH HERE ON SUBJECT OF ALLIED TRAVEL POLICY IN GDR. WE WILL INFORM FRG FONOFF OF TRIPARTITE POSITION ONCE THAT IS REACHED. IF TRIPARTITE AGREEMENT PROVES IMPOSSIBLE (AND IT MAY) WE WOULD THEN INFORM FRG BILATERALLY OF POLICY WE ARE ADOPTING. EMBASSY SUPPORTS USBER AIM OF TRYING FOR MAXIMUM FLEXIBILITY CONSISTENT WITH PROTECTION OF ALLIED RIGHTS, RESPONSIBILITIES AND PRACTICES. END SUMMARY.

2. WE HAVE REVIEWED IN RECENT WEEKS: THE TRIPARTITE  
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STUDY UNDERTAKEN BY BERLIN MISSIONS IN 1973; THE RECENT

PRACTICES OF THE UK AND FRENCH WHOSE EMBASSIES HAVE NOW BEEN IN PLACE IN EAST BERLIN FOR MANY MONTHS; AND THE RECENT USBER PROPOSALS REGARDING US OFFICIAL TRAVEL POLICY FOR THE GDR (REFTELS). FOLLOWING ARE THE POSITIONS WE PLAN TO TAKE IN OUR CONSULTATIONS WITH THE UK AND FRENCH HERE WITH THE AIM OF REACHING A TRIPARTITE ALLIED POLICY FOR TRAVEL IN AND THROUGH THE GDR.

3. ALLIED EAST BERLIN EMBASSY PERSONNEL.

A. GDR VISAS WILL NOT BE USED TO ENTER EAST BERLIN FROM WEST BERLIN. EMPLOYEES ARRIVING BY AIR IN WEST BERLIN WILL FOLLOW THE UK EXAMPLE OF TRAVELLING BY US EAST BERLIN EMBASSY CAR VIA DREILINDEN AND THE BERLIN RING TO EAST BERLIN. ACCESS TO THE GDR THEREFORE TAKES PLACE AT DREILINDEN.

B. THEY SHOULD USE GDR DIPLOMATIC ID CARDS RATHER THAN US PASSPORTS FOR ALL SUBSEQUENT CROSSINGS BETWEEN EAST AND WEST BERLIN, IN ORDER TO AVOID RECEIVING ANY STAMPS IN THEIR PASSPORTS AT SUCH A CROSSING POINT.

C. THEY SHOULD USE THEIR PASSPORTS AND REGULAR GDR-CHECKPOINTS FOR TRAVEL ON THE HELMSTEDT AUTOBAHN BETWEEN BERLIN AND WEST GERMANY: THEY SHOULD NOT USE FLAG ORDERS OR ATTEMPT TO USE SOVIET OR ALLIED CHECKPOINTS.

D. WHEN TRAVELLING ON ALLIED MILITARY TRAINS, THEY SHOULD UTILIZE MEANS OF IDENTIFICATION, I.E., MILITARY ID CARDS ISSUED FOR ACCESS TO EUCOM FACILITIES, THAT DO NOT IDENTIFY THEM AS BEING ASSIGNED TO EAST BERLIN. (FYI. ALTHOUGH NEITHER THE FRENCH NOR UK EMBASSIES IN EAST BERLIN AT PRESENT PERMIT THEIR PERSONNEL TO TRAVEL BETWEEN WEST BERLIN AND WEST GERMANY ON THE ALLIED MILITARY TRAINS, OUR ASSESSMENT IS THAT THE SOVIETS WOULD NOT POSE OBJECTIONS TO OUR DOING SO. ANY RISKS INVOLVED IN OUR UTILIZING THIS MEANS OF TRANSPORT WOULD SEEM TO BE MANAGEABLE: IF THE SOVIETS OBJECTED, WE COULD SIMPLY BACK AWAY. END FYI.)

E. THEY SHOULD OBTAIN A GDR DIPLOMATIC VISA PRIOR  
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TO PROCEEDING TO EAST BERLIN IN ORDER TO AVOID THE DIFFICULTIES INVOLVED IN ENTERING EAST BERLIN IN SUCH A WAY AS TO PREJUDICE THE ALLIED POSITION ON BERLIN'S STATUS. AS NOTED IN (A) ABOVE, THEY SHOULD NOT USE SUCH A VISA TO ENTER EAST BERLIN FROM WEST BERLIN.

F. OTHERWISE, THEY SHOULD BE FREE TO APPROACH BERLIN BY ANY ROUTE AND TO ACCEPT GDR CONTROLS AT ANY FRONTIER

POST.

4. ALLIED WEST BERLIN OFFICIALS.

A. US EMPLOYEES ASSIGNED TO THE MISSION IN WEST  
BERLIN, BOTH MILITARY AND CIVILIAN SHOULD BE PERMITTED  
TO TRAVEL IN THE GDR FOR PURPOSES OF RECREATION. (FYI.  
WE ASSUME THAT THIS TRAVEL WOULD BE CAREFULLY CONTROLLED

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AND MONITORED, BOTH AS TO THE PERSONS TRAVELLING AND TO  
SITES VISITED, BY THE USCOB AND USBER. WE SHOULD NOT  
UNDERTAKE A RAPID, UNCONTROLLED EXPANSION OF TOURIST  
TRAVEL BY US OFFICIALS, EITHER THOSE ASSIGNED TO WEST  
BERLIN OR THOSE ASSIGNED IN AREAS OUTSIDE BERLIN. END  
FYI.)

B. SIMILARLY, THEY SHOULD BE PERMITTED TO TRAVEL AS DESIRED THROUGH THE GDR EN ROUTE TO THIRD COUNTRIES, EXCEPT THE FRG. FOR ROAD TRAVEL TO FRG, THEY SHOULD CONTINUE TO USE ONLY THE HELMSTEDT AUTOBAHN. (AGAIN, TRANSIT THROUGH THE GDR TO COUNTRIES OTHER THAN THE FRG WOULD BE CAREFULLY CONTROLLED BY THE USCOB AND USBER.)

C. IN BOTH OF THE CASES ABOVE, THEY MAY ACCEPT GDR VISAS BUT WILL NOT USE GDR VISAS FOR ENTRY TO EAST BERLIN FROM WEST BERLIN.  
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D. CONSULAR PROTECTION FOR OFFICIAL US EMPLOYEES STATIONED IN WEST BERLIN TRAVELLING ON GDR VISAS WOULD NORMALLY BE PROVIDED BY OUR EMBASSY IN EAST BERLIN. (FYI. IF MEMBERS OF OUR FORCES ON OFFICIAL DUTY IN GREATER BERLIN, E.G., MILITARY PATROLS, ACCIDENTALLY CROSS INTO THE GDR, WE WOULD CONTACT THE SOVIET EMBASSY IN EAST BERLIN VIA OUR US MISSION IN WEST BERLIN, AS BEFORE. END FYI.)

E. IN GENERAL, THEY SHOULD CONTINUE TO TRAVEL ON THE EXISTING ACCESS ROUTES AND TO ENTER EAST BERLIN UNDER PRESENT PROCEDURES.

5. ALLIED OFFICIALS STATIONED OUTSIDE BERLIN (EAST AND WEST).

A. GDR VISAS WILL NOT BE USED TO ENTER EAST BERLIN FROM WEST BERLIN.

B. OTHERWISE, THEY SHOULD TRAVEL IN OR TRANSIT ACROSS THE GDR UNDER NORMAL GDR CONTROLS.

6. COMMENT. ONCE WE HAVE SOUNDED OUT THE BRITISH AND FRENCH FOR THEIR VIEWS ON AN ALLIED TRAVEL POLICY, WE WILL BE ABLE TO DETERMINE WHETHER, IN FACT, A TRIPARTITE POLICY IS POSSIBLE OF ACHIEVEMENT. AT PRESENT READING,

THIS SEEMS UNLIKELY BECAUSE OF THE PURIST POSITION THAT THE FRENCH HAVE TAKEN SO FAR.

7. AFTER THE TRIPARTITE CONSULTATIONS, WE WOULD INFORM THE FRG OF OUR PROPOSED TRAVEL POLICY, ON A TRIPARTITE BASIS IF THERE IS A TRIPARTITE POSITION, AND ON A BILATERAL BASIS IF THERE IS NOT. WE EXPECT NO DIFFICULTIES WITH THE FRG IN THIS AREA.

8. THE LAST QUESTION CONCERNS WHAT WE SHOULD DO ABOUT

NATO DIPLOMATS IN EAST AND WEST BERLIN, (INCLUDING WESTERN MILITARY MISSIONS). OUR FEELING IS THAT IF WE CAN COME UP WITH A UNIFIED TRIPARTITE POSITION, WE SHOULD  
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BRIEF THEM AS TO WHAT IT IS AND INDICATE OUR DESIRE THAT THEY FOLLOW IT TO THE EXTENT THAT THEY CAN AND TO THE EXTENT THAT THEIR PRACTICES IN THE PAST YEAR OR SO HAVE NOT MADE SUCH A MOVE IMPOSSIBLE. IF WE CANNOT ARRIVE AT A TRIPARTITELY AGREED POSITION, THEN WE WOULD PREFER TO LEAVE THE MATTERS AS THEY ARE, I.E., UNCLARIFIED. TO DO OTHERWISE WOULD SIMPLY EXPOSE OUR NATO ALLIES TO THE DIFFERENCES BETWEEN THE THREE ALLIES IN THE AREA OF TRAVEL IN AND THROUGH THE GDR.

9. WE CONSIDER THE FOREGOING TO BE IN LINE WITH DEPARTMENT'S INSTRUCTIONS OF PAST YEAR AND PLAN TO PROCEED TO CONSULTATIONS WITH UK AND FRENCH ON THIS BASIS.  
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